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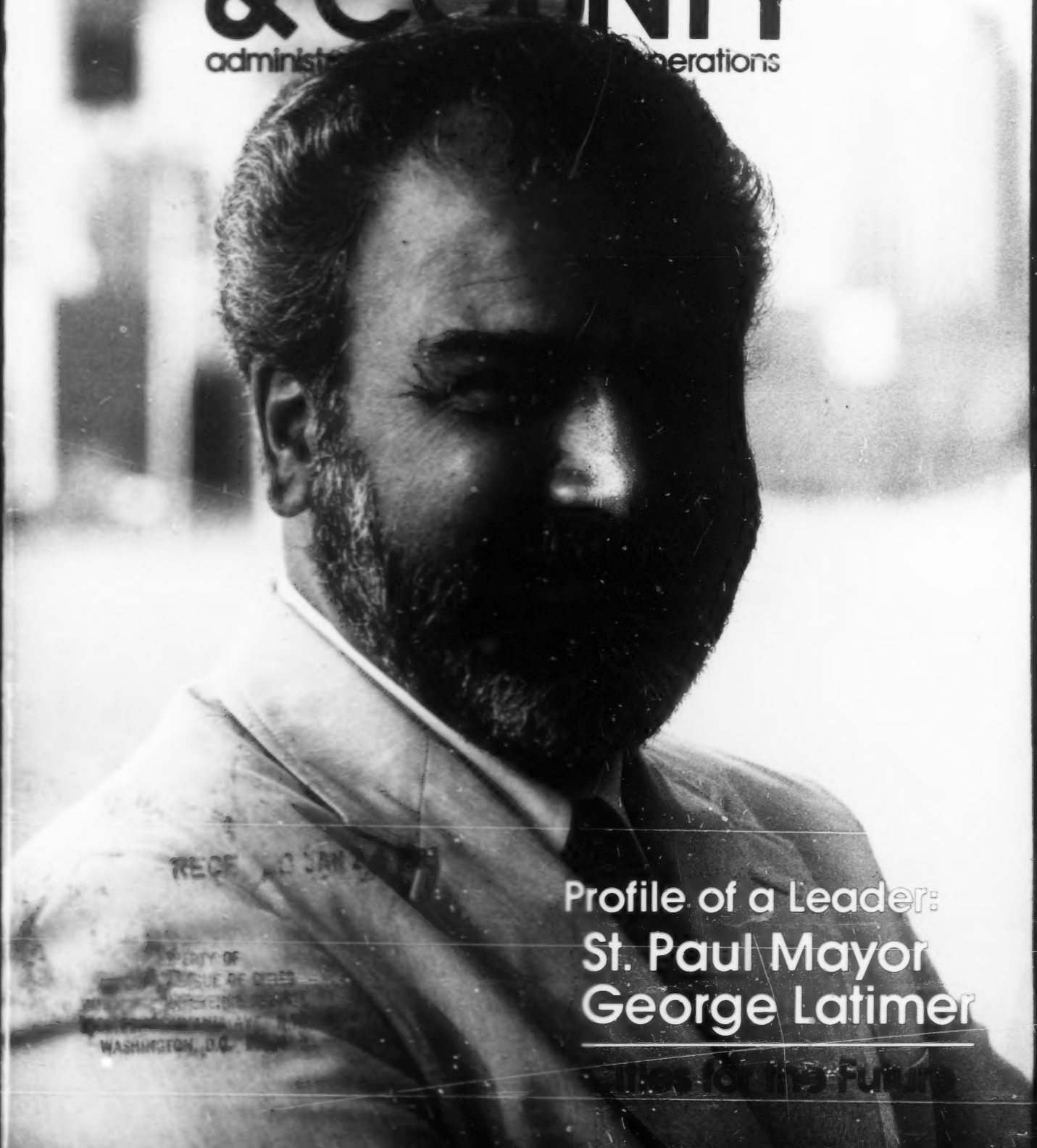

Profile of a Leader:
St. Paul Mayor George Latimer

...ies for the Future

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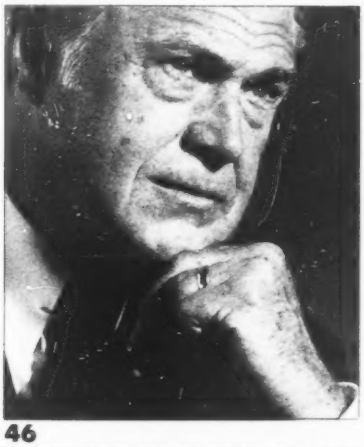

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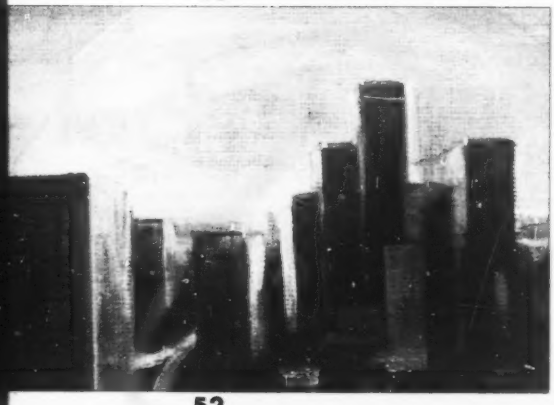

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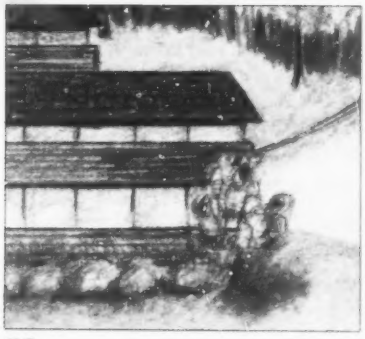

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About the Cover

St. Paul Mayor and National League of Cities President George Latimer discusses the problems and issues facing local governments in this month's premiere of our new regular feature, "Profile of a Leader," on page 38. (Photograph by Gerald Gustafson).

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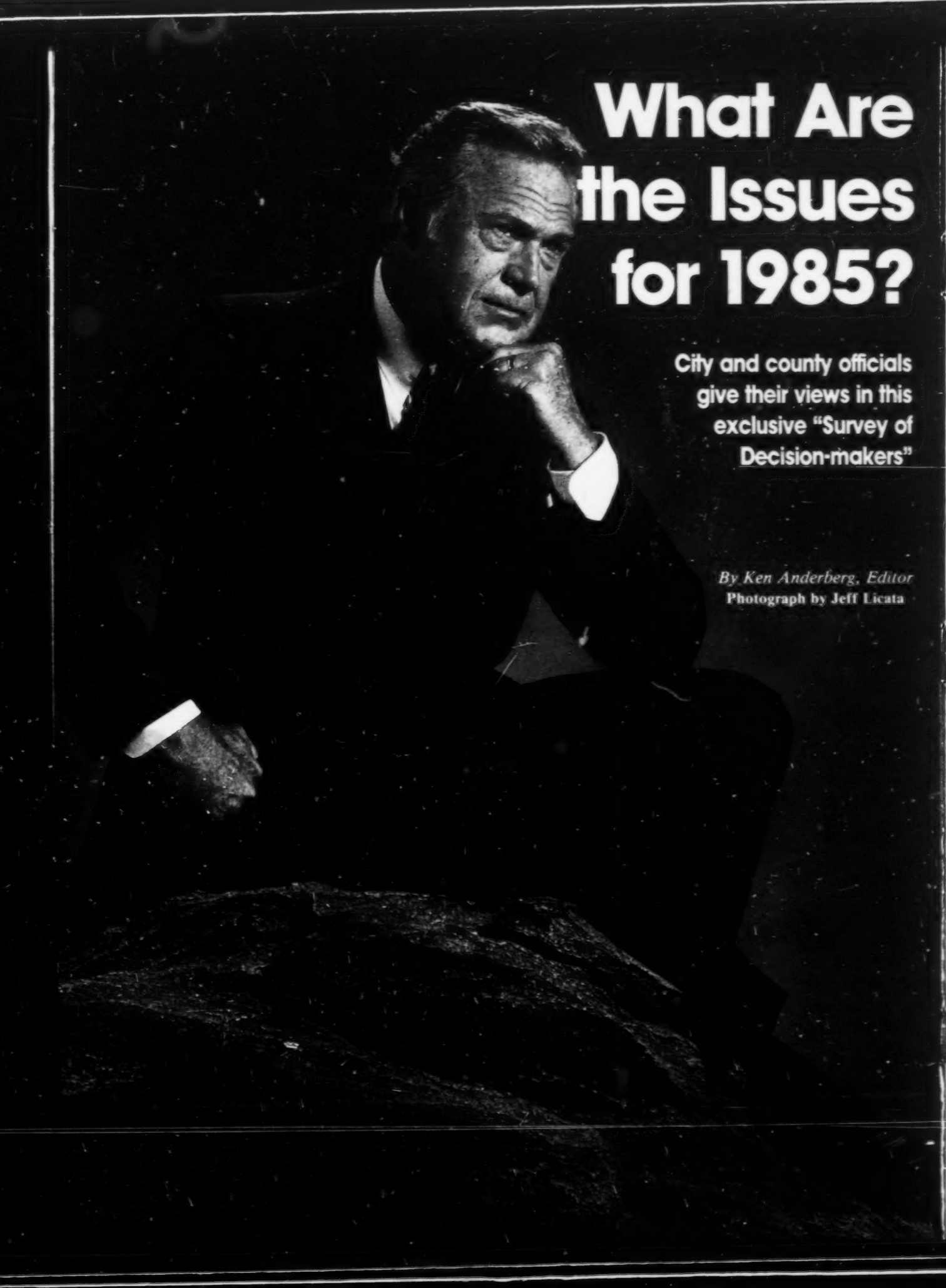

What Are the Issues for 1985?

City and county officials give their views in this exclusive "Survey of Decision-makers"

By Ken Anderberg, Editor
Photograph by Jeff Licata

When a pedestrian is struck to death by a severed suspension bridge cable, the problem of infrastructure repair can no longer be ignored. When a car disappears into the belly of a collapsed roadway, the public refuses to listen to reasons why potholes still rut city streets. And when wastewater treatment facilities invade a neighborhood with obnoxious odors while dumping untreated effluent in lakes and rivers, the need for action is undeniable.

While these problems are not necessarily the fault of the local governments involved, they are of overriding concern to the officials of those communities. Often, however, public officials feel as if their hands are tied. They know what needs to be done; they're more than willing to authorize the necessary work; but they don't have the money — or the public support to raise the funds — to repair their infrastructure problems.

The scope of the financial responsibility is staggering. A national study prepared for the Joint Economic Committee of the United States Congress, and released earlier this year, estimates that $1.157 trillion will be needed by the year 2000 to rehabilitate the nation's existing infrastructure and provide for new facilities necessitated by growth. However, current financial resources, according to the study, are expected to fall $443 billion short of projected needs for the next 16 years.

Included in the study are costs associated with the rehabilitation and construction of streets, highways, bridges, water supply systems, wastewater collection and treatment facilities, and mass transit. Not included, but also of significance, are the present and future costs for solid waste collection and disposal, airports, energy production and distribution systems, parks and recreation needs, traffic engineering networks, and public buildings such as offices and schools.

Congress is expected to address the infrastructure question in 1985 in what New Jersey Rep. James Howard predicts will be the "Infrastructure Congress." Howard chairs the House Public Works and Transportation Committee and is a champion of infrastructure-related programs. He has already submitted a bill to the House that would provide for a "National Infrastructure Bank," which would be authorized to make available $3 billion a year in interest-free loans to state and local governments for infrastructure repair and construction. The Congressional Budget Office estimates that Howard's 10-year proposal would generate $100 billion in infrastructure improvements.

Judging by the results of a national sampling of local government leaders, a "Survey of Decision-makers" conducted by *American City & County*, public officials would welcome financial help in the infrastructure dilemma. In the random poll, funding for infrastructure repair was clearly the top item on the "must do" lists of city and county decision-makers.

"Streets are deteriorating at a faster pace than we can adequately maintain them," says John Chmura, city administrator of Waterville, Maine, in a comment typical of survey responses. "Citizens and councilors expect miracles while (they're) not willing to spend the money needed."

Of the select group of mayors, city and town managers, and city and county administrators who participated in the *American City & County* survey, 78 percent listed at least one area of infrastructure renewal in what they considered the top three issues facing local governments in 1985. In addition, every decision-maker who answered the survey questionnaire included either infrastructure repair or financial considerations pertaining to infrastructure as chief problems in the year ahead. The survey indicates that financing needed public works projects and community services, particularly those that relate to the repair and expansion of streets, bridges, water and wastewater systems, is clearly the overwhelming concern of public officials.

The *American City & County* poll includes top officials in every section of the country, serving communities with populations of less than 10,000 to cities with 250,000 citizens. Without exception to location or size, public officials expressed the need to find solutions to the troublesome task of financing necessary services.

Several other issues appeared prominently in the survey, including economic development, improved employee relations, and antitrust and other legal matters. Topics that might have been expected to generate more interest, but did not, were the national budget deficit, education, dealing with the public, hazardous wastes and the impact of government regulations.

In addition to identifying the major issues facing local governments in 1985, respondents were asked to comment on the most pressing problems in particular areas, including streets and highways, wastewater collection and treatment, water supply, lighting and power, parks and recreation, solid waste collection and disposal, financing and office automation.

Streets and bridges

More than one-half of the nation's two million miles of streets and highways are currently in need of repair, according to the congressional infrastructure report. Also, nearly half of all bridges in this country require rehabilitation or replacement. Street, highway and bridge renewal, the report says, is the largest single area of infrastructure need, with an estimated price tag of $720 billion through the next two decades.

However, the congressional study also indicates that there will be a $265 billion shortfall of funds for this purpose. In addition, that report does not include the billions of dollars that local governments will require to repair their nearly three million miles of local roads.

The biggest problem, says Village Administrator M. Noftz of Milan, Ohio, is "keeping the streets safe and finding the money to keep them in good repair."

Madison, North Carolina, City Manager S.L. Routh agrees, citing the "continued deterioration (of city streets) with insufficient revenue to remedy the deterioration."

"We are in a time frame when much deterioration is occurring simultaneously," says Mayor Fred Delaney of Glenwood, Illinois, who is one of the many respondents to comment on the need for street maintenance and the problem of financing such repair.

Wastewater concerns

Depending on who's counting, local communities will need to spend from $120 billion to $165 billion in the next 16 years to bring wastewater collection and treatment facilities in compliance with federal and state regulations. Current revenue sources, says the congressional report, will fall $50 billion short of this total.

One alternative financial possibility that is already assisting communities with the construction of wastewater systems is privatization. This combination of public and private sector financing and responsibility is enabling communities like Chandler, Arizona, and Washoe County, Nevada, to build costly new wastewater treatment facilities while not weighting the community with heavy debt and burdensome taxes.

Another possible means of additional financing rests with Rep. Howard's infrastructure bank bill and other federal and state responses. But with the current national budget deficit situation

and the propensity to cut programs at the federal level, many programs currently funding infrastructure renewal have barely been able to maintain their current funding levels. Others have suffered from budget trimming. Few programs can expect to receive budget increases such as that given national defense spending.

The projected cost of building new wastewater systems notwithstanding, much of the financial need is in the areas of maintenance, operation and upgrading of existing networks. Many cities have installed expensive facilities but have not been able to meet required levels of treatment due to faulty equipment, poor planning, insufficiently trained personnel or unexpected industrial discharges.

Communities in the Northeast and Midwest, in particular, are concerned with maintenance and upgrading, while those in the Western and Sunbelt regions must contend with growing populations and necessary new systems. In addition, the *American City & County* survey indicates that public officials in all areas of the country are struggling to comply with federal and state discharge requirements, including the installation of tertiary treatment processes.

"Government regulations that require higher levels of treatment at tremendous cost" are the main problem, says Mayor R.R. Eardley of Boise, Idaho.

"Tertiary treatment requirements" are issues of concern for 1985, according to Administrative Director D. Hatcher of Columbia Station, Ohio, and City Manager John Kiracofe of Berkley, Michigan.

While federal and state regulations are requiring more expensive treatment, local governments are increasingly seeing the funding problems dumped in their laps. Federal and state governments are asking for more but giving less. That concern is echoed in this magazine's survey by Mayor James Janurin of Fort Dodge, Iowa, who notes the "lack of federal funds to comply with new regulations."

Water supply issues

A recent poll of water supply experts, conducted by the firm of Malcolm Pirnie, listed 24 top national water problems, with inadequate rates at the top of the rankings. There was general agreement among the 34 experts surveyed that because of existing rate structures, many communities are unable to raise the necessary capital to rehabilitate or expand water supply systems.

In the *American City & County* survey, rates and financing are also cited as significant problems, but the number one concern of respondents was in assuring an adequate supply of water in the future. Rates and financing, water quality, and maintenance and construction of facilities all rate evenly in the poll.

"The preservation of existing sources and the development of new sources" is the primary water issue, says a Rhode Island official who wished to remain anonymous.

"Larger supply reservoirs" are needed, says Borough Manager L.B. Ritter of Beavertown, Pennsylvania.

And City Manager Craig Hobler of Wellington, Kansas, cites the "overuse and pollution of underground water resources."

Nationally, estimates place the price tag for rehabilitating the nation's water supply and distribution systems at $100 billion. Among the problems communities now face are inadequate sources, overdrafting of underground aquifers such as the Ogallala Aquifer in Oklahoma and Texas, contamination of supplies and inadequate treatment facilities.

"Water will soon become a very serious problem for cities," says Mayor E. Gartrell of Weatherford, Oklahoma.

Other survey issues

● **Lighting and power** — Respondents to the survey are worried most about the rising cost of electricity, and the resulting higher rates to consumers. Many officials also mention nuclear energy as an issue in need of a solution, but few indicate concern about having adequate power supplies in the future.

● **Parks and recreation** — "As the population becomes more fitness conscious," says Waterville, Maine, Mayor Chmura, "we must develop facilities to meet their needs, as well as the needs of the elderly." His remarks reflect the general attitude of those participating in the survey, who argue in favor of more park and recreation areas, but express concern about how expansion and maintenance will be funded.

As Mayor M.A. Grajek of Hiram, Ohio, states, the main problem is "solving the dilemma of how to keep this area from being 'the easiest to cut expenses in.'"

● **Solid waste collection and disposal** — Developing new methods of disposal, including resource recovery facilities, is the leading priority of survey participants. Also listed prominently are the difficulties in locating suitable landfill sites and the problems of hazardous waste disposal and other environmental concerns. Surprisingly, the cost factor

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PROJECTED U.S. INFRASTRUCTURE NEEDS, RESOURCES AND SHORTFALLS/ 1983-2000

(in billions of 1982 dollars)

	NEEDS	RESOURCES	SHORTFALLS
HIGHWAYS AND BRIDGES	$ 720	$455	$265
OTHER TRANSPORTATION	178	90	88
WATER SUPPLY AND DISTRIBUTION	96	55	41
WASTEWATER COLLECTION AND TREATMENT	163	114	49
TOTALS	$1,157	$714	$443

From the report to the Joint Economic Committee of Congress

of solid waste collection and disposal is not a key issue in the poll.

Among the survey responses came these comments:

"Landfill sites are filling rapidly and the prospect of new sites is dim," says Administrative Director Hatcher of Columbia Station, Ohio. "A new technology needs to be advanced, including improvement of the burning of solid wastes."

City Manager Kiracofe of Berkley, Michigan, says there is a need for development of "resource recovery, a shift from landfill to incineration and (the use of) privatization."

● **Office automation** — Keeping abreast of current technologies and the applications of those technologies is the chief interest in this area. Training and the cost of equipment are also mentioned.

"While the need is recognized, (these systems) must compete for dollars with numerous other interests," says County Administrator C.D. Balczun of Wausau, Wisconsin.

Adds Mayor Janurin of Fort Dodge, Iowa, "The technology is moving faster than we dreamed possible."

● **Public transit** — While there is no consensus of opinion on this topic, the primary suggestion is that more federal and state funds should be allocated for mass transit capital and operating needs. Higher gas taxes are offered as a way of raising more revenues.

"Allocate more gas tax dollars for state and local improvements," says City Manager B.W. Senkel of Punta Gorda, Florida.

"State and federal financial assistance" is needed, states City Manager Leslie Allen of Decatur, Illinois.

● **Health and human services** — While underscoring the necessity of these services, most survey respondents suggest that some form of cost reduction be implemented, whether it be by controlling doctor fees or promoting preventive medicine and wellness programs.

"It would appear that new programs to educate people as to their own health and social responsibilities is the only cost-effective way to improve health and human services," says Administrative Director Hatcher of Columbia Station. He adds that "many federal regulations, due to being outmoded, cause more problems than they solve."

● **Employee relations** — The poll indicates that most public officials realize the benefits of continued and improved training for employees at all levels. Better pay and fair treatment, with input encouraged from all employees, also rank high as methods to improve morale.

Often, says Mayor Grajek of Hiram, the fault for morale problems lies with management. "A big problem in a small municipality," he says, "is that many people in managerial positions have 'risen from the ranks' by default, and have little or no expertise in personnel management."

"Treat them (employees) as human beings and give them a fair wage," suggests Village Manager A.E. Wardingley of Columbiana, Ohio.

But employee problems may not always be the fault of management, says Waterville's Chmura. "Public employees need to discard the attitude of 'this is fine but it will not work in government.'"

Wide-ranging concerns

On other subjects, Assistant City Manager Driver of Harrisonburg, says:

"I feel that losing revenue sharing when the present appropriations expire, without some other form of help from the federal government, would be a big blow to many political subdivisions. We would not be hurt as much as some cities, but we would have to decrease capital outlay projects at a time when we are having a lot of growth."

And City Manager Kiracofe of Berkley offers:

"There is a great need at this time for strategic planning. This means looking at the mission and goals of your organization. What opportunities or threats exist? What changes, if any, need to be made? Management must be a combination of leader and administrator. Rather than looking at how things are, ask whether you are doing the right things. A leader institutes change; an administrator maintains stability."

Financial possibilities

With the key issues in the *American City & County* survey being infrastructure and how to finance public works projects and other public services, many respondents offered their choices of financial alternatives. Generally, those polled agree with City Manager Thomas Phillips of Raeford, North Carolina, who says that the greatest difficulty is the "increasing demand for services, (combined with) the inability of elected officials to obtain funds."

Where or how to obtain those funds drew a wide range of suggestions. Some officials advocate higher taxes or less restrictions on taxing authority. Others say that user fees should be implemented or increased to reflect the true cost of providing services.

Still others, like Columbia Station's Hatcher, suggest that "an innovative approach to financing needs to be developed to accomodate those services that are needed."

And, says Mayor Eardley of Boise, "simply finding the money to survive is the biggest issue. A change in state law to allow a broader base of taxation is needed."

Whatever the solutions, public officials make it clear in the *American City & County* "Survey of Decision-makers" that they are committed to providing the necessary services and maintaining and upgrading their infrastructure. But they also are asking for help — financial help — to get the job done, whether it be federal or state assistance or simply convincing their own citizens to loosen the purse strings.

Perhaps it's as easy as Punta Gorda, Florida, City Manager Senkel states. "The solution is to convince elected officials to develop the required policies to effect the required organization goals with the support of an enlightened public."

And then again, perhaps not....? □

MUNICIPAL COST INDEXES

At-A-Glance Changes

ACC MUNICIPAL COST INDEX

Last Year	Last Month	This Month
313.2	333.0	333.3

Percent Change From Last: Month **0.1** Year **6.4**

ACC CONSTRUCTION COST INDEX

Last Year	Last Month	This Month
346.8	364.7	365.2

Percent Change From Last: Month **0.1** Year **5.3**

CONSUMER PRICE INDEX (BLS)

Last Year	Last Month	This Month
300.3	311.7	313.0

Percent Change From Last: Month **0.4** Year **4.2**

PRODUCER PRICE INDEX (BLS)

Last Year	Last Month	This Month
304.7	312.0	310.9

Percent Change From Last: Month **−0.4** Year **2.0**

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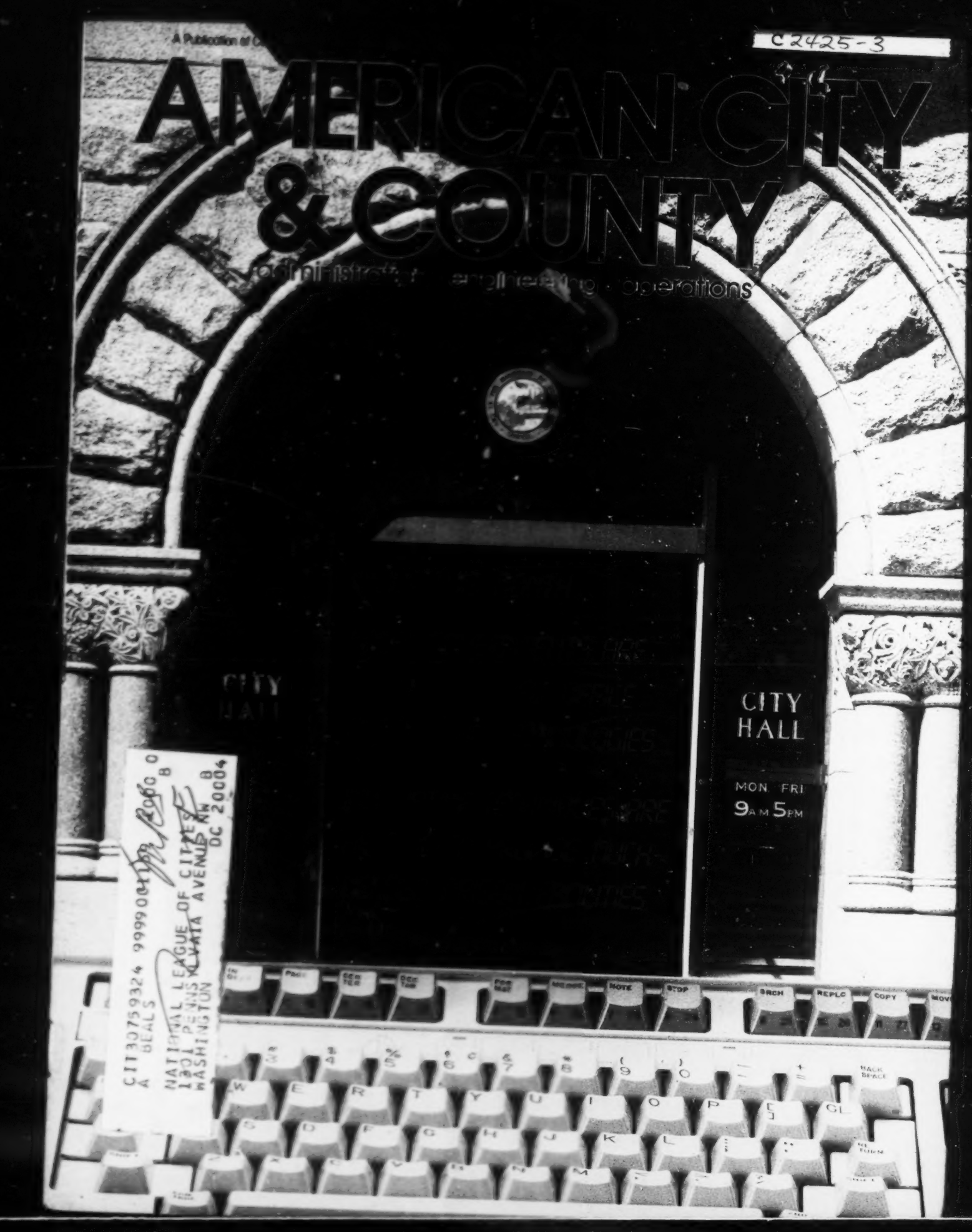

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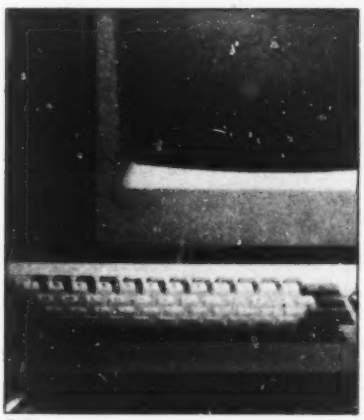

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About the Cover
As city and government offices become more automated, public officials must decide on which systems they will purchase, and for what purposes. (Photos courtesy of the Wang Corp.)

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MUNICIPAL COST INDEXES

The **Municipal Cost Index** rose 0.1 percent for the month to 333.4, marking the eighth straight month that the local government buying index for products and services has increased. The **Consumer Price Index** showed the largest index change, rising 0.5 percent for the month. In other index action, the **Producer Price Index** decreased 0.4 percent, while the **ACC Construction Cost Index** remained stable at 365.2.

Commodities displaying the biggest price drops included: diesel fuel, foundry products, industrial chemicals, natural gas, passenger cars, plumbing fixtures, plywood and residual fuel. Meanwhile, state and local government total budget surpluses for the third quarter remained at the second quarter level of $53.9 billion. □

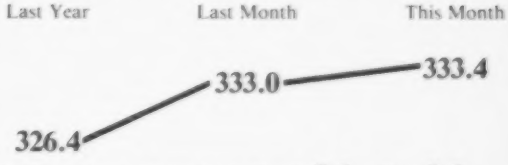
Compiled by Jeff Atkinson

THIS MONTH'S MARKETBASKET

	Current Index	Percent Change From: Last Month	Last Year
Air Conditioners	144.6	−0.1	1.2
Apparel	202.3	0.2	1.8
Asphalt Roofing	406.7	0.3	5.0
Books	127.7	0.3	4.5
Chemicals, Industrial	338.1	−1.1	− 2.2
Coal	549.6	−0.2	2.2
Concrete Products	311.4	0.0	2.6
Construction Machinery	359.0	0.1	1.6
Diesel Fuel	658.8	−2.3	− 5.2
Electric Components	194.8	0.9	4.2
Electric Lamps	332.0	−0.2	1.6
Electric Power	456.8	−0.1	6.8
Engines, I.C.	348.0	0.5	2.1
Fans, Blowers	351.6	0.1	4.1
Fertilizers, Mixed	265.0	−1.0	4.0
Floor Coverings	191.4	0.1	1.0
Flow Instruments	100.3	0.0	N/A
Footwear	252.1	0.5	0.2
Foundry Products	362.6	0.2	3.2
Fuel Oil No. 2	684.7	−2.7	− 7.2
Furniture, Commercial	298.5	0.0	3.9
Gasoline	550.4	−0.8	−11.2
Generator Sets	340.4	0.0	1.5
Glass	217.9	0.0	−5.1
Glass Containers	364.6	−0.4	3.8
Gypsum Products	356.1	0.9	19.6
Hardware	297.3	0.2	1.6
Heating Equipment	257.5	0.8	4.4
HVAC Controls	125.9	0.5	3.0
LP Gas	631.2	2.7	−11.7
Lubricants	369.3	0.2	5.6
Lumber	338.4	−0.1	N/A
Metal Fabrications	312.1	−0.1	2.6
Millwork	307.0	0.3	0.4
Motor Vehicle Parts	353.9	0.1	0.6
Mowers	260.3	0.4	2.7
Natural Gas	1432.4	−2.0	0.5
Office Machines	154.2	0.1	−0.1
Paint	277.4	0.4	4.9
Paper	306.7	−0.1	7.2
Passenger Cars	211.0	−4.7	1.5
Plumbing Fixtures	299.0	−1.4	2.3
Plywood	243.3	−1.4	0.5
Portland Cement	355.4	−0.5	2.2
Pumps	349.6	0.4	1.0
Residual Fuel	1119.4	−2.9	1.0
Sand, Gravel	298.4	0.3	5.3
Sanitary Papers	367.9	0.2	2.6
Soaps, Detergents	265.6	−0.6	− 0.3
Sporting Goods	206.3	0.0	0.5
Steel Mill Products	367.9	0.0	2.7
Struc. Clay Products	238.7	0.4	2.2
Switchgear	273.8	−0.3	− 0.1
Tires, Tubes	244.7	0.2	0.9
Transformers	228.5	0.2	1.6
Trucks	331.5	−1.0	10.1
Valves	102.8	0.1	3.0
Wire, Cable	201.0	−0.5	−1.6
Wiring Devices	357.0	0.2	6.1

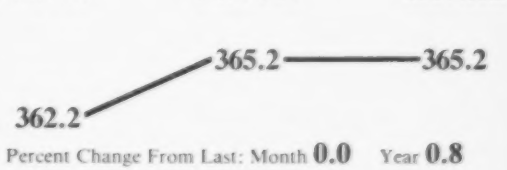
At-A-Glance Changes

MUNICIPAL COST INDEX



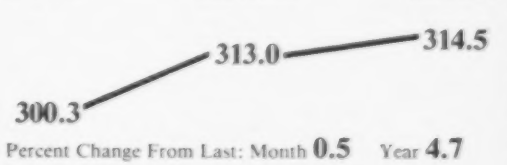
Percent Change From Last: Month 0.1 Year 2.1

ACC CONSTRUCTION COST INDEX



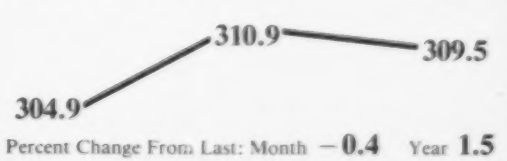
Percent Change From Last: Month 0.0 Year 0.8

CONSUMER PRICE INDEX (BLS)



Percent Change From Last: Month 0.5 Year 4.7

PRODUCER PRICE INDEX (BLS)



Percent Change From Last: Month −0.4 Year 1.5

QUARTERLY MUNICIPAL TRENDS

	Current Level	Percent Change From: Last Qtr.	Last Year
Receipts	520.1B	2.1	9.8
Federal Grants	93.2B	2.9	8.0
Durable Purchases	15.1B	2.7	8.6
Consumables	34.1B	0.3	10.7
Services	345.2B	2.2	7.9
Structures	41.3B	5.6	4.6
Salaries, Wages	252.3B	2.1	7.9
Surplus	53.9B	0.0	22.8
Employment	13.123M	0.0	0.2

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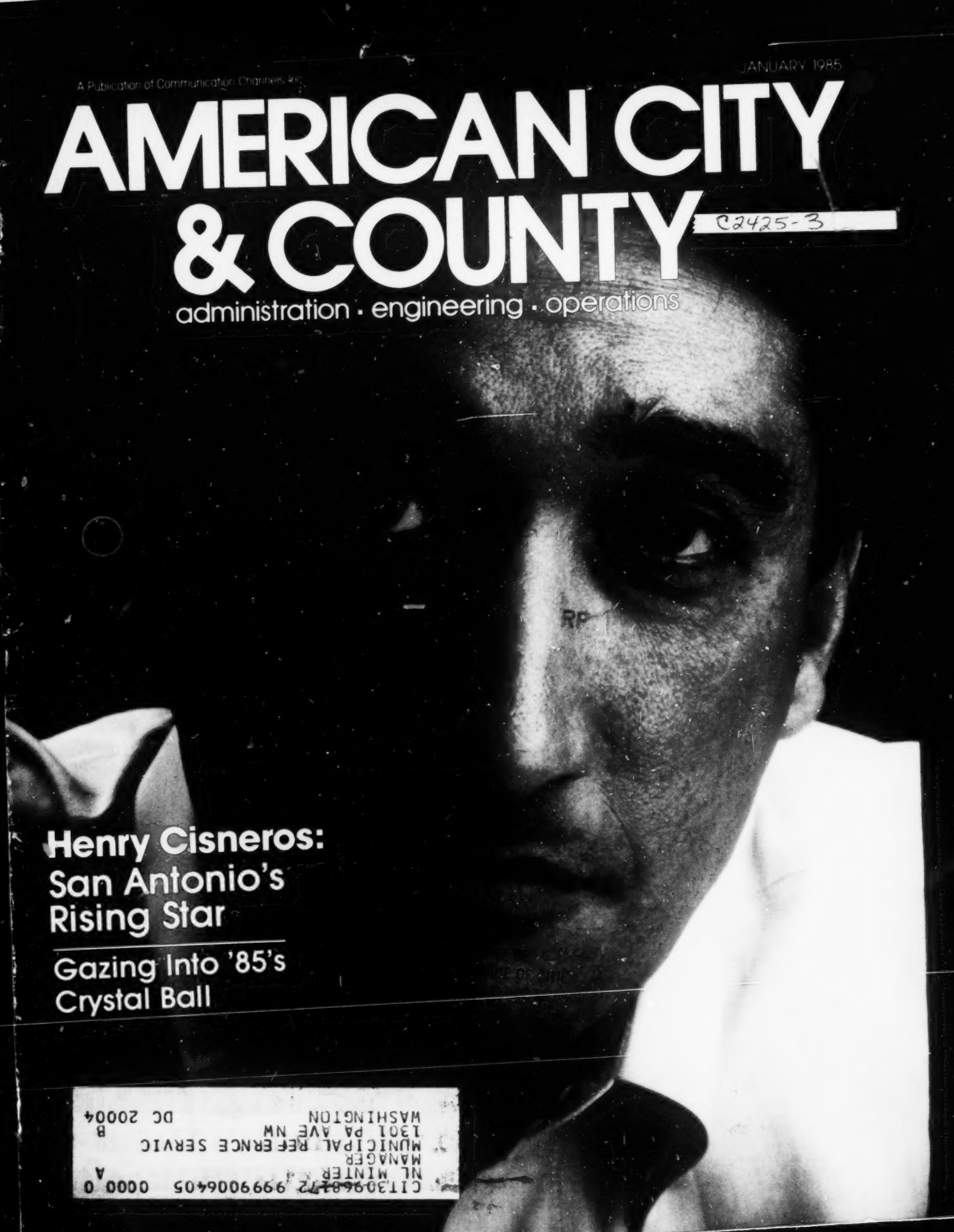

Henry Cisneros: San Antonio's Rising Star

Gazing Into '85's Crystal Ball

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January 1985 Vol. 100, No. 1

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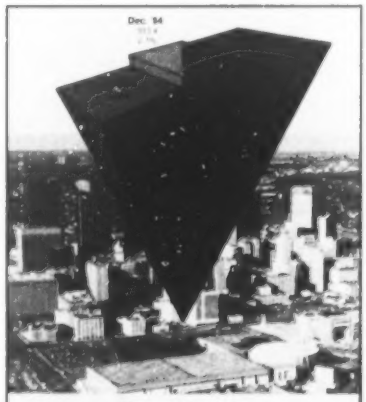
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About the Cover
Mayor Henry Cisneros of San Antonio, Texas, who is profiled this month, understands the interrelationship of local and national issues. (Photography by Oscar Williams)

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MUNICIPAL COST INDEXES

The **Municipal Cost Index** remained stable for the month at 333.4, as the **ACC Construction Cost Index** fell 0.1 percent and the **Producer Price Index** decreased to 309.4. The only index to rise was the **Consumer Price Index**, which jumped 0.3 percent.

In this month's marketbasket of industrial commodities, coal, electric power, gypsum products, lp gas and plywood lead the decliners. Meanwhile, books, electric lamps, fuel oil no. 2, gasoline, lumber and passenger cars showed the largest increases. □

Compiled by Jeff Atkinson

THIS MONTH'S MARKETBASKET

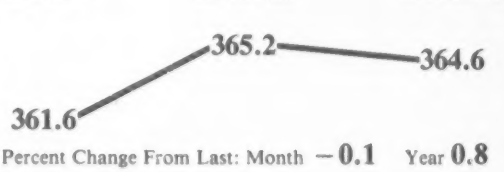
	Current Index	Percent Change From: Last Month	Last Year
Air Conditioners	144.6	0.0	1.4
Apparel	200.5	−0.9	0.9
Asphalt Roofing	410.3	0.9	5.8
Books	129.8	1.6	5.0
Chemicals, Industrial	336.4	−0.5	−2.5
Coal	543.7	−1.1	1.0
Concrete Products	311.5	0.0	2.7
Construction Machinery	359.1	0.0	1.6
Diesel Fuel	664.9	0.9	−6.8
Electric Components	195.8	0.5	4.8
Electric Lamps	336.0	1.2	2.8
Electric Power	445.8	−2.4	5.2
Engines, I.C.	347.1	−0.3	3.6
Fans, Blowers	351.5	0.0	4.5
Fertilizers, Mixed	264.1	−0.3	4.3
Floor Coverings	192.7	0.7	1.7
Flow Instruments	100.4	0.0	N/A
Footwear	252.2	0.0	0.4
Foundry Products	363.3	0.2	3.2
Fuel Oil No. 2	703.1	2.7	−6.2
Furniture	298.0	−0.2	3.7
Gasoline	560.6	1.9	−8.4
Generator Sets	343.1	0.8	2.3
Glass	218.0	0.0	−5.1
Glass Containers	364.8	0.1	4.2
Gypsum Products	339.4	−4.7	8.5
Hardware	299.0	0.6	2.2
Heating Equipment	258.2	0.3	5.3
HVAC Controls	125.4	−0.4	2.5
LP Gas	622.7	−1.3	−14.9
Lubricants	369.5	0.1	3.8
Lumber	350.5	3.6	N/A
Metal Fabrications	314.0	0.6	3.2
Millwork	306.6	−0.1	−0.3
Motor Vehicle Parts	354.4	0.1	0.7
Mowers	260.4	0.0	2.6
Natural Gas	1428.6	−0.3	3.1
Office Machines	154.0	−0.1	−0.3
Paint	278.1	0.3	5.3
Paper	308.0	0.4	7.2
Passenger Cars	222.6	5.5	0.3
Plumbing Fixtures	300.6	0.5	2.7
Plywood	240.1	−1.4	−2.6
Portland Cement	354.2	−0.3	2.1
Pumps	350.4	0.2	1.4
Residual Fuel	1113.2	−0.6	−0.6
Sand, Gravel	297.8	−0.2	5.0
Sanitary Papers	368.8	0.2	2.7
Soaps, Detergents	265.7	0.0	−0.4
Sporting Goods	206.4	0.0	−0.3
Steel Mill Products	368.9	0.3	2.3
Struc. Clay Products	288.8	0.0	1.9
Switchgear	274.5	0.3	0.3
Tires, Tubes	245.8	0.4	1.3
Transformers	228.1	−0.2	2.5
Trucks	331.1	−0.1	3.4
Valves	102.8	0.0	3.1
Wire, Cable	200.9	0.0	−1.3
Wiring Devices	357.3	0.1	5.6

At-A-Glance Changes

ACC MUNICIPAL COST INDEX

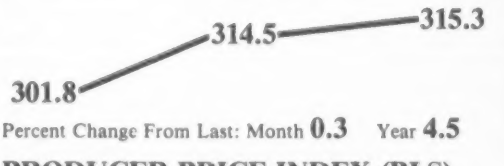
Percent Change From Last: Month **0.0** Year **2.1**

ACC CONSTRUCTION COST INDEX



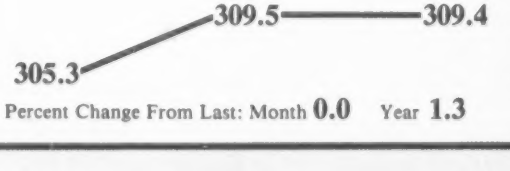
Percent Change From Last: Month **−0.1** Year **0.8**

CONSUMER PRICE INDEX (BLS)



Percent Change From Last: Month **0.3** Year **4.5**

PRODUCER PRICE INDEX (BLS)



Percent Change From Last: Month **0.0** Year **1.3**

QUARTERLY MUNICIPAL TRENDS

	Current Level	Percent Change From: Last Qtr.	Last Year
Receipts	520.1B	2.1	9.8
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Durable Purchases	15.1B	2.7	8.6
Consumables	34.1B	0.3	10.7
Services	345.2B	2.2	7.9
Structures	41.3B	5.6	4.6
Salaries, Wages	252.3B	1.7	7.0
Surplus	53.9B	0.8	25.8
Employment	13.121M	0.0	0.2